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CENTRAL INTELLIGENCE AGENCY
OFFICE OF CURRENT INTELLIGENCE
20 April 1955

MEMORANDUM

SUBJECT: Swiss Settlement of 1815 as a model for four-power guarantee of Austria.

At the Moscow talks the Austrians agreed that after a treaty is concluded, they will issue a declaration pledging themselves to permanent neutrality of a similar type to that maintained by Switzerland. The Austrians themselves first suggested to Soviet officials in mid-March that Switzerland might be a model for Austrian neutrality. During the Moscow talks the Soviet delegation several times made this comparison. In addition they referred to the example of the 1815 guarantees of Switzerland following the Congress of Vienna, as a model for four-power guarantees of Austria. Although Moscow remains vague on the exact nature of the guarantees it wants, the following inclosed review of the 1815 guarantees has been made for background and reference.

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The Treaties of Chaumont of 9 March, 1814, provided for the continuation of the struggle against Napoleon and guarded against a separate peace. These treaties were to continue in force for twenty years.

The text of the Act providing for Swiss neutrality and security, in itself, could be used as a model for Austria without the mention of provisions for future intervention. However, the declaration on Switzerland as well as all other agreements arrived at, were, in a sense, sealed by the provision for intervention in the Quadruple Alliance. The USSR could easily insist that the Act itself could not be used as a model without similar provisions for enforcement.

Following is an excerpt from the Act of acknowledgment of the perpetual neutrality of Switzerland and the guarantee of integrity and inviolability of Swiss territory signed by the four powers--Austria, Great Britain, Prussia and Russia--in Paris on 20 November, 1815. This Act was a reaffirmation, by the four powers, of a declaration of Swiss neutrality signed by the powers represented at the Congress of Vienna on 20 March, 1815. Napoleon's famous Hundred Days occurred in the intervening period, between March and November, and Swiss territory was violated during the summer of 1815 during military operations against the French. The following is the translation laid before the British Parliament:

"The Powers who signed the Declaration of Vienna of the 20th March declare, by this present Act, their formal and authentic Acknowledgement of the perpetual Neutrality of Switzerland, and they guarantee to that country the Integrity and Inviolability of its territory in its new limits, such as they are fixed, as well by the Act of the Congress of Vienna as by the Treaty of Paris of this day, and such as they will be hereafter:..."

"The Powers who signed the Declaration of the 20th of March acknowledge in the most formal manner, by the present Act, that the Neutrality and Inviolability of Switzerland, and her Independence of all foreign influence, enter into the true interests of the policy of the whole of Europe."

"They declare that no consequence unfavorable to the Rights of Switzerland with respect to the Neutrality and the

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Inviolability of its Territory can or ought to be drawn from the events which led to the passage of the Allied troops across a part of the Helvetic states. This passage, freely consented to by the Cantons of the Convention of the 20th of May, was the necessary result of the free adherence of Switzerland to the principles manifested by the Powers who signed the Treaty of Alliance the 25th March."

"The Powers acknowledge with satisfaction that the conduct of Switzerland under these trying circumstances has shown that she knew how to make great sacrifices to the general good, and to the support of the cause which all the Powers of Europe defended, and that, in fine, Switzerland has deserved the advantages which have been secured to her, whether by the Arrangements of the Congress of Vienna, by the Treaty of the Paris of this day, or by the present Act, to which the Powers in Europe are invited to accede."

"In faith of which the present Declaration has been concluded and signed at Paris the 20th March, 1815."

There is no mention in the Act of a mechanism for intervention in case of a disturbance of the international status quo or in case of internal disturbances among the Swiss cantons. On the same day, 20 November, 1815, however, the four powers signed the Treaty of Alliance and Friendship, later known as the second Quadruple Alliance. The applicable parts of its text read as follows:

"...considering that the repose of Europe is essentially interwoven with the confirmation of the order of things founded on the maintenance of Royal Authority and of the Constitutional Charter, and wishing to employ all their means to prevent the general Tranquillity (the object of the wishes of mankind and the constant end of their efforts), from being again disturbed; desirous moreover to draw closer the ties which unite them for the common interests of their people, have resolved to give to the principles solemnly laid down in the Treaties of Chaumont of the 1st March, 1814, and of Vienna of the 25th March, 1815, the application most analogous to the present state of affairs, and to fix beforehand by a solemn Treaty the principles which they propose to follow, in order to guarantee Europe from the dangers by which she may still be menaced; ..."

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